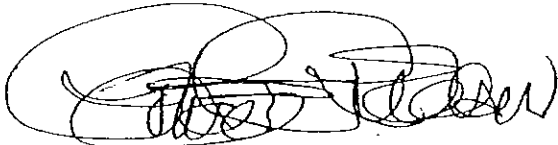


SUBJECT: Administrative Convergence as Related to the Farm Service Agency (FSA)  
Aerial Photography Field Office (APFO) and the Natural Resources  
Conservation Service (NRCS) National Cartographic and Geospatial  
Center (NCGC)

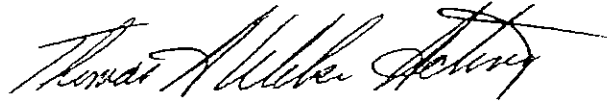
TO: William Gardner, Senior Policy Advisor for Field Office Implementation, OCIO,  
Washington, D.C.  
Jeri Berc, Acting Director, Resource Inventory Division, NRCS, Washington, D.C.  
Thomas Christensen, Acting Chief Information Officer, NRCS, Washington, D.C.  
Richard Folsche, Director, National Cartographic and Geospatial Center, NRCS,  
Fort Worth, Texas  
Gale TeSelle, Team Leader, Information Technology Division, NRCS,  
Washington, D.C.  
Diane Sharp, Director, Production, Emergencies, and Compliance Division, FSA,  
Washington, D.C.  
Barry Ohler, Chief Information Officer, FSA, Washington, D.C.  
Ronald Nichols, Director, Aerial Photography Field Office, FSA,  
Salt Lake City, Utah  
Glen Bethel, Chief, Remote Sensing Section, ITSD, FSA, Washington, D.C.  
Leonard Hardy, Deputy Administrator for Management, Rural Development,  
Washington, D.C.  
Joseph Perez, Chief Information Officer, Rural Development, Washington, D.C.  
Rhonda New, Office Automation Assistant, NCGC, NRCS, Fort Worth, Texas  
Chet Gurka, Computer Specialist, FSA, Kansas City, Missouri

You have been asked to serve on the interagency ad hoc team that will conduct a review and assessment of the FSA APFO and NRCS NCGC with respect to their involvement in Administrative Convergence. Your team will carry out this review and assessment under the leadership of FSA Deputy Administrator Richard Newman and NRCS Deputy Chief Maurice Mausbach. The charge to your team is to develop a consensus recommendation concerning what functions and positions, if any, from APFO and NCGC should be converged and become part of the Support Services Bureau, and what functions and positions, if any, should remain under the direct control of the respective partner agencies. The recommendation from your team should be submitted to us by mid-August 1998.

Attached is information regarding the locations of AFPO and NCGC. Questions about the July 13-15 site visits and meeting may be directed to FSA Chief Information Officer Barry Ohler at (202) 720-5320 or NRCS Acting Chief Information Officer Tom Christensen at (202) 720-0660. For further information on local logistics, contact APFO Director Ronald Nichols at (801) 975-3500 (ext. 205) and NCGC Director Richard Folsche at (817) 509-3200 (ext. 3402).



KEITH KELLY  
Administrator  
Farm Service Agency



PEARLIE S. REED  
Chief  
Natural Resources Conservation Service

Attachment

cc:

James R. Lyons, Under Secretary, Natural Resources and Environment, USDA,  
Washington, D.C.  
August Schumacher, Under Secretary, Farm and Foreign Agricultural Services, USDA,  
Washington, D.C.  
Inga Smulkstys, Deputy Under Secretary, Rural Development, USDA, Washington, D.C.  
Craig Cox, Acting Deputy Under Secretary, Natural Resources and Environment, USDA,  
Washington, D.C.  
Dallas Smith, Deputy Under Secretary, Farm and Foreign Agricultural Services, USDA,  
Washington, D.C.  
Anne F. Thomson Reed, Chief Information Officer, USDA, Washington, D.C.  
Joseph Leo, Team Leader, Administrative Convergence Implementation Planning Team,  
USDA, Washington, D.C.  
George Aldaya, Deputy Administrator for Management, FSA, Washington, D.C.  
P. Dwight Holman, Deputy Chief for Management, NRCS, Washington, D.C.  
Maurice J. Mausbach, Deputy Chief for Soil Survey and Resource Assessment, NRCS,  
Washington, D.C.  
Richard Newman, Deputy Administrator for Farm Programs, FSA, Washington, D.C.

'98 NOV -3 P12 11

SUBJECT: Aerial Photography Field Office and National  
Cartography and Geospatial Center Functional Review

THROUGH: Keith Kelly  
Administrator  
Farm Service Agency

Pearlie S. Reed  
Chief  
Natural Resources Conservation Service

AUG 31 1998

TO: August Schumacher, Jr.  
Under Secretary  
Farm and Foreign Agricultural Services

James R. Lyons  
Under Secretary  
Natural Resources and Environment

An interagency ad hoc team has recently completed a functional review of the Farm Service Agency (FSA) Aerial Photography Field Office (APFO) and the Natural Resources Conservation Service (NRCS) National Cartography and Geospatial Center (NCGC) to determine their relationship within Administrative Convergence. This review was suggested by the Office of the Chief Information Officer as part of the review of the November 14, 1997, Administrative Convergence Action Team (ACAT) report regarding the information technology functional area. A July 2, 1998 memo, jointly signed by FSA Administrator Keith Kelly and NRCS Chief Pearlie Reed, authorized this review. A copy of this memo is included with the attached report.

Attached is the ad hoc team report for your review and concurrence. The team concluded that APFO and NCGC should remain in their respective agencies and, except for ten information technology positions, they should not be part of Administrative Convergence. A leadership team is being established to enhance coordination between the two centers. Lead center responsibilities have been assigned to the new geospatial/GIS products and services to avoid duplication of effort.

If you concur, please return signed copy of the concurrence page. If you desire a briefing describing the functional review and the recommendations in the report, please contact our offices.



RICHARD O. NEWMAN  
Deputy Administrator for Farm Programs  
Farm Service Agency



MAURICE J. MAUSBACH  
Deputy Chief for Soil Survey and  
Resource Assessment  
Natural Resources Conservation Service

Attachment

cc:

Ad Hoc Team Members

**FSA Aerial Photography Field Office (APFO)  
And  
NRCS National Cartography and Geospatial Center (NCGC)  
Functional Review**

**USDA Service Center  
GIS and Geospatial Data Consortium**

**A Consensus Recommendation**

**August 3, 1998**

**FSA Aerial Photography Field Office (APFO)  
And  
NRCS National Cartography and Geospatial Center (NCGC)  
Functional Review**

**1. Background and Charge**

The Administrative Convergence Action Team (ACAT) report dated November 14, 1997, recommended the Aerial Photography Field Office (APFO) and part of the National Cartography and Geospatial Center (NCGC) be converged as part of Support Services Bureau, Information Technology Service Branch. The Office of the Chief Information Officer provided comments regarding the APFO and NCGC recommendations in its December 5, 1997, memorandum. It was recommended that a further detailed review be conducted as part of the implementation team effort.

As a result, the Administrator of FSA and the Chief of NRCS jointly signed a memo dated July 2, 1998, to form an ad hoc team to conduct a review and an assessment of APFO and NCGC functions and positions. (Exhibit 1). The team was co-led by Richard Newman, FSA, and Maury Mausbach, NRCS, with representation from the two agencies, Rural Development, and the unions. William Gardner from the Office of the Chief Information Officer provided input to the team via teleconference on Tuesday afternoon, July 14, 1998. (See Exhibit 2 – Team Membership)

The team was charged with developing a consensus recommendation concerning the following:

- What functions and positions, if any should be converged and become part of the Support Services Bureau?
- What functions and positions, if any, should remain under direct control of the respective partner agencies?
- How should the work of these two centers be coordinated and managed to meet the geospatial business needs of the partner agencies, both in the service center environment and agency specific business lines?
- Identify and eliminate duplication of effort between the two centers.

A site visit was made to both APFO and NCGC on July 13-15, 1998. Information was provided to the team about center activities, staffing, products, and services. A tour of each facility and demonstrations of geospatial technology were also provided. (See agenda Exhibit 3).

For the purposes of this report, the two facilities will be called "centers".

## 2. Information Technology and Agency Program Functions and Staffing

From the discussions and materials provided, a list of functions performed by each center including the identification of Information Technology (IT) functions was developed. Duplication of effort identified between the two centers and lead center responsibilities were designated. Figure 1 shows the list of functions and category classes that were developed and agreed upon by the team.

Twenty-nine functions were identified for assessing APFO and NCGC activities. IT functions were broken down in more detail than the program functions to identify all of the IT staffing in each of the two centers. Over 75% of the staff at the two centers are involved in providing aerial survey acquisitions, aerial photo reproductions, mapping, surveying, remote sensing, and GIS products and services to their respective agencies and to other USDA agencies. These products and services are in direct support of agency programs and are not considered IT or administrative functions. Most of the two center staffs are trained in the professions of cartography, photogrammetry, surveying, mapping, geography, and geographic information sciences. As such, the team determined that these two centers should remain in their respective agencies. **It was the consensus of the team that except for the IT positions, the APFO and NCGC should not be part of convergence.**

Nine IT functions are being performed at the APFO or the NCGC. A total of 4 APFO positions and 6 NCGC staffing positions were identified as IT positions at the two centers. These positions should be considered part of the convergence process and the IT Support Services Bureau organization, although not removed from the centers. The IT positions are critical to the successful operation of the two centers. It is suggested that these 10 positions will be managed by the Directors of the centers, with technical direction provided by the ITSB.

**FIGURE 1**  
**APFO and NCGC Functional Analysis**

	Functions	IT Function	APFO Positions	NCGC Positions	Potential for Duplications of Effort – Need for Coordination and Collaboration	Assignment to Center - Lead and Coordinate Work Efforts to Avoid Duplication
1	Software development	Yes	0.5	0	Low	ITSB
2	Systems/network administration and software technical support	Yes	1	4	Low	ITSB
3	Geospatial database design	Yes	0.2	0	Medium	ITSB
4	Geospatial database archiving, data mart/warehousing	Yes	0.2	1	Medium	ITSB
5	World wide web application development	Yes	0.1	1	Medium	ITSB
6	Telecommunications support	Yes	0.5	0	Low	ITSB
7	IT project management	Yes	0.5	0	Low	ITSB
8	IT training	Yes	0.2	0	Low	ITSB

**FIGURE 1 (continued)**  
**APFO and NCGC Functional Analysis**

	Functions	IT Function	APFO Positions	NCGC Positions	Potential for Duplications of Effort – Need for Coordination and Collaboration	Assignment to Center - Lead and Coordinate Work Efforts to Avoid Duplication
9	IT requirements development	Yes	0.5	0	Low	ITSB
10	Acquisition, integration, packaging and delivery of digital orthophotoquads (DOQ's) and digital elevation models (DEM's)	No	2	1	High	APFO
11	Acquisition, integration, packaging and delivery of common land units (CLU)	No	0	0	High	APFO
12	Acquisition, integration, packaging and delivery of soils and the other common geospatial data themes	No	0	10	High	NCGC
13	Geospatial data reformatting, projection and datum conversion	No	0.1	1	High	APFO for DOQ's NCGC for other
14	GIS basic concepts training	No	0.2	0.5	High	As recommended by the BPR GIS Training Team
15	COTS GIS software training	No	0.2	0.5	High	As recommended by the BPR GIS Training Team
16	GIS technical assistance	No	0.3	1	High	As recommended by the BPR GIS Training Team
17	Aerial survey acquisition, inspection, and archiving	No	11	0	Low	APFO
18	Aerial and ortho photo reproduction (hard copy)	No	21	3	Medium	APFO, except NCGC for soils ortho reproductions
19	Analytical aerial triangulation	No	14	0	Low	APFO
20	GPS acquisition and deployment	No	0	2	Low	NCGC
21	NRI support	No	0	12	Low	NCGC
22	Soil survey support	No	0	29	Low	NCGC
23	Remote sensing/photo interpretation projects	No	0	3	Low	NCGC, except APFO will exploit remotely sensed imagery to update DOQ's
24	GIS application projects	No	0.3	10	Medium	Joint assignment by agency mission responsibilities
25	Automated map projects/status maps	No	2	6	Medium	NCGC

**FIGURE 1 (continued)**  
**APFO and NCGC Functional Analysis**

	Functions	IT Function	APFO Positions	NCGC Positions	Potential for Duplications of Effort – Need for Coordination and Collaboration	Assignment to Center - Lead and Coordinate Work Efforts to Avoid Duplication
26	Leadership, coordination and management support	No	10	5	Medium	Joint APFO and NCGC Team
27	Administrative/clerical support	No	6	3	Low	
28	Operations support (non-IT related)	No	2	7	Low	
29	Fiscal accounting – sale of photography	No	9	0	Low	APFO
	<b>TOTALS</b>		<b>80*</b>	<b>100*</b>		

\* Numbers represent current FTE's excluding vacancies as of July 15, 1998

#### **4. Duplication of Effort and Lead Center Designation**

The team reviewed and discussed the list of functions with respect to the potential for duplication of effort. Seven of the relatively new geospatial and GIS type functions (10-16) were considered high potential for duplications of effort. In order to minimize duplications of effort, the team agreed to divide the leadership for coordination for the new functions between the centers.

The APFO will have leadership for the digital orthophotoquads (DOQ's), digital elevation models (DEM's), and common land unit (CLU) acquisition, preparation, and conversion, functions for these three geospatial data layers. FSA and NRCS will continue to coordinate program requirements through the interagency National Digital Orthophoto program and the National Digital Orthophotography Program and the National Aerial Photography Program committees. NCGC will have leadership for the acquisition of soils, and the common geospatial data, and the integration and delivery of all the geospatial data themes to the service center offices. The NCGC will make their training room available to conduct train-the-trainer type GIS and geospatial data courses in collaboration with the Information Technology Services Branch, as determined by the BPR GIS Training Team.

It was agreed that NCGC would continue to provide orthophoto hardcopy products to NRCS in support of the soil survey mapping and digitizing programs. However, when this equipment needs replacement, the APFO will provide this service to NRCS and other USDA agencies if these services are still required.

GIS analysis projects and automated map projects are uses of technology and will be performed by both centers to meet agency requirements. Redundant projects will be eliminated by the APFO-NCGC Leadership Team.

## **5. Coordinated Leadership of APFO and NCGC**

The team discussed the need for coordinated leadership of the two centers. The Review Team agreed to establish an APFO-NCGC Leadership Team, co-led by the Directors of the two centers. Team members will be designated by the Center Directors, and advisory members will be designated by the NRCS National Headquarters agency leadership. Advisory members may also be designated from Rural Development, the Forest Service, and other USDA agencies that are customers of APFO-NCGC products and services.

The Directors of the two centers will develop a charter and operating principles for the Leadership Team and submit it to their respective agency leadership for approval by September 15, 1998. The charter will include the need to meet in order to: 1) coordinate the effective and efficient delivery of service center geospatial products and services; 2) avoid duplications of effort; 3) share technology and new developments, and 4) develop technical and program management skills to become the leaders in geospatial data and GIS services for service center agencies.

## **6. Relationship of above to the Support Services Bureau (SSB) and the Information Technology Service Branch (ITSB)**

The two centers will establish a Memorandum of Understanding to provide geospatial and GIS products and services to the Service Centers in cooperation with the ITSB. The IT staff at the two centers will receive technology leadership from the ITSB. Administrative support for the two centers will be provided by the SSB.

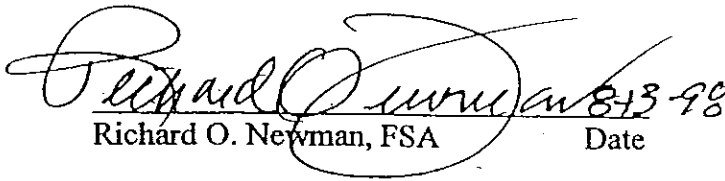
## **7. Geospatial Services Workload and Resource Analysis to Support Service Centers**

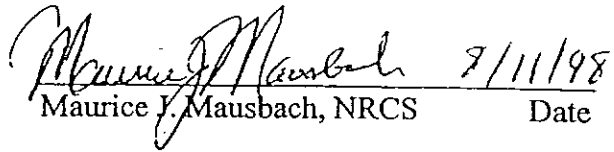
The APFO-NCGC Leadership Team will perform an analysis of the anticipated geospatial services staffing and resource requirements necessary to support the Service Center GIS Strategy. Gaps in staffing, expertise, equipment, and other resources will be identified. Efforts to redirect existing staff and resources will also be identified. This workload and resource analysis will be completed by September 30, 1998. The report will clearly indicate how the two centers could support the delivery of geospatial data themes, GIS training, and technical assistance to Service Centers at a rate of approximately 600 per year beginning in Year 2000. It is known that current staffing and resource allocations at APFO and NCGC can not meet all the geospatial needs of the Service Centers.

## 8. Conclusions

The APFO and NCGC provide products and services in direct support of agency programs. These two entities should remain as centers in their respective agencies and not be part of the IT or administrative convergence other than 10 IT positions. Leadership for various functions has been designated between the two centers, and a co-leadership team will be established to avoid duplications of effort and coordinate activities. An APFO-NCGC Leadership Team Charter and Operating Principles will be developed and adopted by September 15, 1998. A geospatial workload and resource analysis will be completed and submitted to NRCS and FSA agency leadership by September 30, 1998.

9. Consensus Agreement Signatures

  
Richard O. Newman, FSA      Date 8-13-98

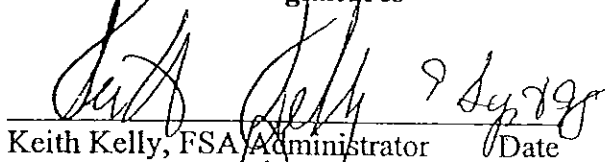
  
Maurice J. Mausbach, NRCS      Date 7/11/98

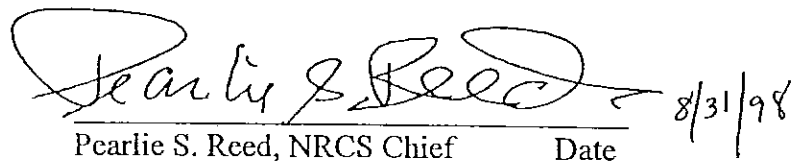
see attached  
John E. Distler, RD      Date

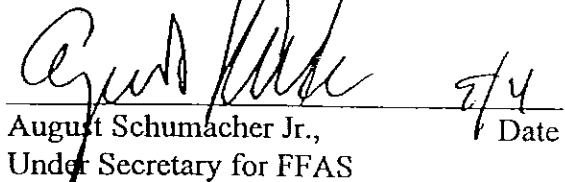
see attached  
Eugene E. Waymire, NRCS Union      Date

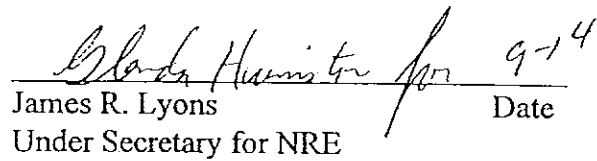
see attached  
Chester S. Gurka, FSA Union      Date

10. Concurrence Signatures

  
Keith Kelly, FSA Administrator      Date 9/4/98

  
Pearlie S. Reed, NRCS Chief      Date 8/31/98

  
August Schumacher Jr.,  
Under Secretary for FFAS      Date 9/4

  
James R. Lyons  
Under Secretary for NRE      Date 9-14

## APFO - NCGC LEADERSHIP TEAM CHARTER

VISION: *Leaders in the field of Geospatial products and services*

MISSION: *Responsible for acquisition, integration and delivery of Geospatial products and services to USDA Service Centers*

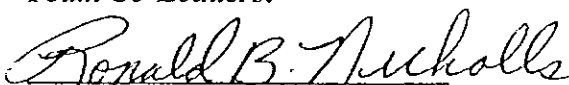
### TEAM STRUCTURE:

#### *Sponsors:*

RICHARD NEWMAN (FSA)


MAURICE MAUSBACH (NRCS)

#### *Team Co-Leaders:*

  
RONALD B. NICHOLLS (APFO)  
9/10/98

  
DICK FOLSCHÉ (NCGC)

#### *Team Members:*

  
CATHY MORRIS (APFO)

  
STEVE NECHERO (NCGC)

  
BRUCE FINCH (APFO)

  
DORSEY PLUNK (NCGC)

  
KENT WILLIAMS (APFO)

  
PAUL FUKUHARA (NCGC)

(Changes to team membership decided by Co-Leaders)

### SCOPE:

*Center Leadership Roles. As established by the Administrator of FSA and the Chief of NRCS, through a decision document (functional review of GIS and Geospatial products and services for USDA Service Centers.)*

*The APFO will have leadership for the digital imagery, digital elevation models (DEM's) and common land unit (CLU) acquisition, preparation, conversion, integration and delivery functions for these geospatial data layers. The DOQ acquisition will continue to be coordinated through the interagency National Digital Orthophotography Program and the National Aerial Photography Program committees.*

## APFO - NCGC LEADERSHIP TEAM CHARTER

*(continued)*

*NCGC will have leadership for the acquisition of soils and the other common geospatial data and the integration and delivery of all the geospatial data themes to the Service Center offices. The NCGC will coordinate efforts to provide technical assistance for geospatial products and services furnished by the APFO and the NCGC. GIS training will be coordinated with other training efforts within the NRCS, the FSA and SCIT.*

### EXPECTED BENEFITS:

- \* Coordinate the acquisition, development and delivery of best available geospatial products and services*
- \* Establish process for assuring best products, best practices*
- \* Share technology and expertise to maximize resources*
- \* Prevent duplication of effort*

### OPERATING PRINCIPLES:

- \* Establish liaisons to ITSB, Service Centers, other customers, and GIS BPR implementation teams, (AID Team, Data Standards Team, CLU Team, GIS Strategy Team and others.)*
- \* Implement a process to meet priorities and schedules established by customers*
- \* Implement deliverables through service center input, feedback, evaluation, availability and condition of data*
- \* Develop framework for communicating workload and agency objectives*
- \* NCGC will coordinate with and complement the training efforts developed by the SCIT GIS training team*
- \* Provide recommendation of priority based on data availability*
- \* Provide best available data with consideration for cost*
- \* Coordination of requirements for digital imagery*
- \* Jointly develop technology that has common program application*